

Letchworth (Wm P.) dup?

W. P. Letchworth

Plans for Poor-Houses.



PLANS FOR POOR-HOUSES.

BY WILLIAM P. LETCHWORTH. ✓

[An extract from the Twelfth Annual Report of the Board of Charities of the State of New York,
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128

STATE OF NEW YORK.

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OF THE

STATE BOARD OF CHARITIES,

1879.

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PLANS FOR POOR-HOUSES.

To the State Board of Charities :

The absence in architectural literature of plans and descriptions of buildings adapted to a population so mixed and characteristic as that of county poor-houses, has rendered the task assigned me by the Board, of preparing plans for these institutions more difficult and its necessity more obvious.

The work has been performed as well as possible with such means as were accessible, after a careful and patient study of the subject. While it has been deemed advisable to profit by the experience of officials in our own State, great pains have been taken to make available the opinions of those in other States. Several of the Western States, in which modern ideas have been largely developed in the projecting of new institutions, have been visited; also all of the New England States having city alms-houses or institutions similar to our county poor-houses; and copious notes of their principal features have been taken.

A correspondence has also been opened with the various Boards of State Charities and State Boards of Health of other States, to whom I am largely indebted for valuable information, including ground plans of buildings, which have been of great service in the preparation of what is now submitted.

It should be stated at the outset that the words "poor-house" and "alms-house" will be used as synonymous terms in this report.

POOR-HOUSES OF OTHER STATES.

In several States the Boards of Charities and Boards of Health have already adopted and recommended plans for their pauper institutions. In other States the subject is under consideration. The need for something of the kind is everywhere urgently felt.

PENNSYLVANIA.

Dr. Diller Luther, Secretary of the Board of Charities of the Commonwealth of Pennsylvania, writes as follows :

"This board has no official plans for poor-houses. Our attention has been frequently called to the subject, and no little thought has been given to it, satisfied, as we have been, that the plan and arrangement of this important class of public buildings should no longer be made to

depend upon the crude notions of those who, from unavoidable circumstances, lack the knowledge which is essential for the purpose. As the matter is so important, the intention of adopting a plan adapted to the present wants, and calculated to ensure such care and treatment as a just and intelligent humanity demands, has by no means been abandoned."

WISCONSIN.

Hon. H. H. Giles, of the Wisconsin State Board of Charities and Reform, writes:

"None of our poor-houses recently built provide accommodations for more than about one hundred inmates. In general terms, they consist of a central building and wings on each side; the main building projects in front, and is used (the front) for administrative purposes; we thus get a complete separation of the sexes. We have thus far had none erected costing over about \$12,000. We have yet no plan to recommend. When applied to by county authorities, we refer them to the best buildings already erected, and make such suggestions as we think will improve them for the use of the county applying. We have discussed the same subject that now occupies the attention of your Board, and while we can give you no suggestions that would promote your inquiries, we shall be very glad to be aided by the light you may be able to furnish us."

ILLINOIS.

There are a number of good alms-houses in the State of Illinois. The Secretary of the Board of Public Charities of that State, Rev. F. H. Wines, has courteously furnished the plan of one at Peoria, which is herewith presented on Plate I.

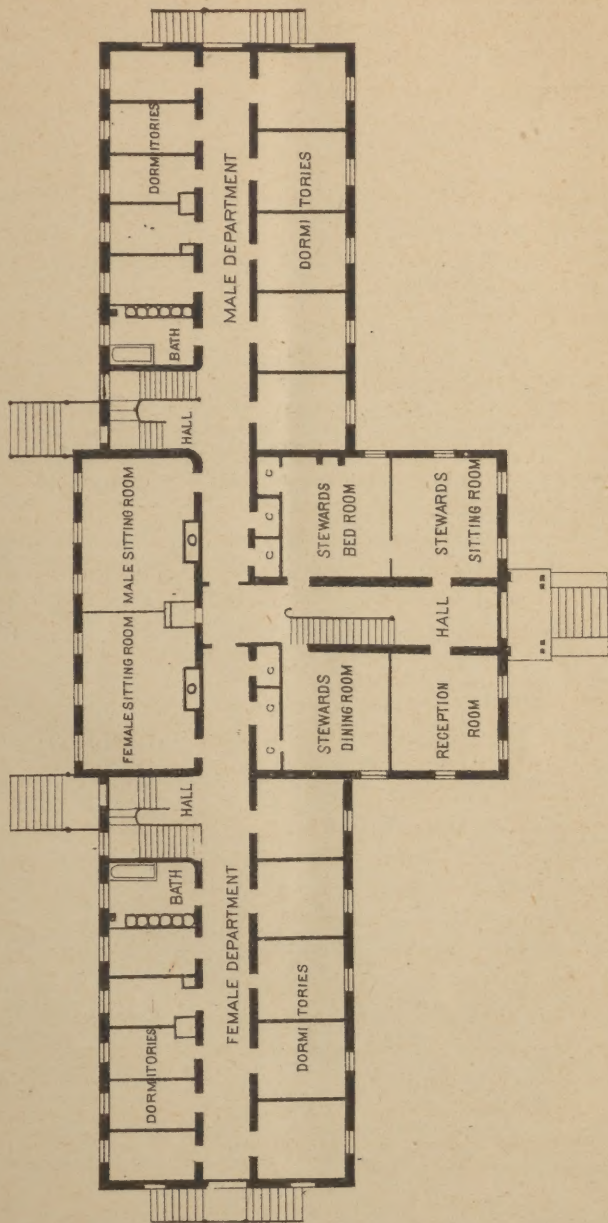
No particular description of the foregoing has been furnished. It will be seen, however, that certain features essential to such institutions have been incorporated. In commenting upon the subject of alms-house construction, Rev. Mr. Wines says: "We have in Illinois no plan of an alms-house which we regard as complete; but were we projecting one, we should consider the following points:

"*First.* What are the parts of a complete building for the purpose?

"*Second.* What size should each part be to accomplish its functions successfully and economically?

"*Third.* How can these parts be best arranged in combination with each other, to preserve their natural relations and save waste of time and labor in actual use?

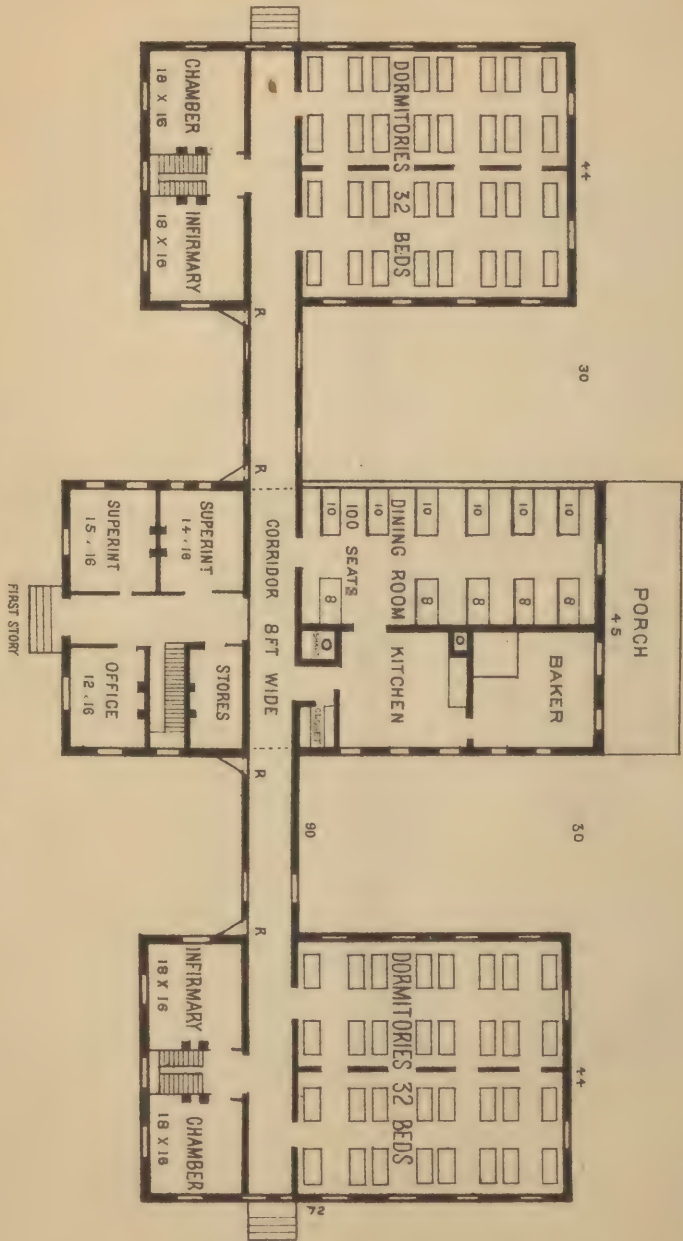
"The parts of an alms-house are two separate wings of dormitories, for the two classes, separate dining rooms, a common kitchen and laundry department, apartments for the keeper and his family and the minor apartments, such as bathing-rooms, etc. The number of these must depend upon the requirements of the county and its ability to



FIRST STORY

ILLINOIS PLAN OF POOR HOUSE.





MARYLAND PLAN OF POOR HOUSE.

meet the demands of the highest humanity. * * * Our best alms-houses are heated by steam; those please me most that have the general air of a hospital. The wings are sometimes made parallel and separated by a cross building for the keeper's use, and sometimes extend in opposite directions on a single line, with a central building, for administrative purposes, between."

OHIO.

In Ohio a plan for a model poor-house was adopted by the State Board of Charities, in 1870, which has been kindly furnished by the Rev. A. G. Byers, its Secretary. Experience in its application has shown the desirability of change in certain respects, and that Board is now engaged in preparing a new plan in which, among other changes, it is proposed to remove the laundry from under the kitchen; and the insane department, located at the rear extremity of each wing, is to be omitted—this class being mainly brought under State care. A careful study of the subject has been made by the Hon. Joseph Perkins, a Commissioner of that Board, who prepared the original plan, and whose later views suggested the changes above noted.

The Ohio plan of 1870 is shown in the accompanying Plate II.

MARYLAND.

A plan for an alms-house, as shown on Plate III, has been prepared by the State Board of Health of Maryland. Although having a different object in view from that which is here sought, it may afford valuable suggestions. The design is for a district or union alms-house in combination with a work-house. In its construction it embodies the principle of classification, and is intended to facilitate industrial pursuits and promote an economic management. It is thought here, "That every inmate of the establishment capable of physical exertion should be set to work, the habit of useful industry being itself a saving means of grace." It is deemed by the same authority that the following considerations should receive attention in devising any plan for a poor-house building: "Every inmate should have air, light, sunshine and an opportunity to cultivate flowers, to earn the enjoyment of music and books; each should be taught habits of cleanliness and order, self-respect and a worthy ambition. The influences which maintain morality in the moral, will go far towards inducing morality in the immoral."

Mr. J. Crawford Neilson, Architect, describes the Maryland plan as follows:

"It shows the first floor of a building intended to accommodate about two hundred and fifty persons. It will be three stories high, and while the divisions of the wings and of the superintendent's building will be continued throughout the stories, the two upper floors of the central

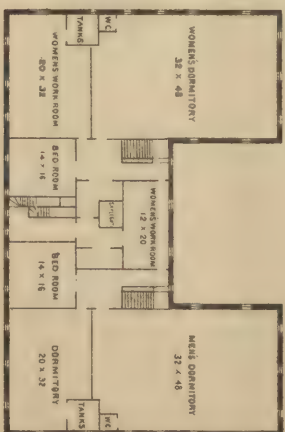
building will each be occupied by a corridor and eight rooms, giving sixteen rooms to be used for such inmates as would not be well located in the large dormitories of sixteen beds each. There would be an iron stairway in each block; the heating should be by low steam; the boiler would be placed in a cellar under the middle of the front, and a large shaft, bounding on one side of the corridor, would help to ventilate the building. The corridors and blocks are so arranged that in summer the air admitted through open windows will sweep through the building. In winter light is largely admitted, but the rooms are all protected from drafts. The large room containing the oven, marked 'Baker,' will also be used in connection with the large shed as a laundry. The small auxiliary buildings are not shown on this plan, as their position would depend so much on the nature of the ground; neither is there any indication of drainage for the same reason, and because the use of conveniences depending upon the supply of water cannot be determined in advance of a knowledge of the site. This plan of building is susceptible of indefinite extension by either whole or half-blocks on a continued corridor. In the use of the building, the dining-room would be occupied by the sexes alternately. In some situations the buildings might be set high above ground, over a cellar story to be used for workshops. In other places there might be only cellar enough for winter storage and for heating, and the shops built adjacent to the wings for men."

NEW ENGLAND.

Most of the New England States have adopted the town system in the rural districts in caring for their paupers, and the cities have almshouses in their suburban localities. These institutions were generally found to be models of order and neatness; but while the æsthetic sense was gratified in the appreciation of the beautiful, shown by the laying out of the grounds, their smoothly shaven lawns, and shade-trees and flower-patches, the buildings themselves were generally old, and lacked the modern improvements in their plan and arrangement.

The Secretary of the American Social Science Association, Hon. F. B. Sanborn, late a Commissioner of the Board of State Charities of Massachusetts, has prepared, at considerable pains, in the form of a letter which will be found appended to this report, an elaborate review, comprehending not only the question of poor-house building, but also the broad subject of charitable relief, as it relates to that State. His long familiarity with the work, as well as the fund of statistical information at his disposal, by reason of his official connections, gives special value to his views.

PLATE VI



THIRD STORY.

CHAUTAUQUA COUNTY POOR-HOUSE N.Y.

POOR-HOUSES OF NEW YORK STATE.

In our own State there are a number of poor-houses, which, though not perfect models, yet serve to show the advance made among ourselves in this direction. As specimens of these, may be mentioned the Monroe County Poor-house and the Chautauqua County Poor-house.

MONROE COUNTY POOR-HOUSE.

The Monroe County Poor-house more properly belongs to the larger class of institutions of this character, being designed to accommodate five hundred inmates. While planned to effect a separation of the sexes, and to secure the greatest benefit from sunlight and other essential points, it is, nevertheless, deemed defective in having been built with a basement, in the place of a good cellar.

The ground plan and an elevated view of this building, with a description, were published in the Sixth Annual Report of this Board, page 85.

CHAUTAUQUA COUNTY POOR-HOUSE.

The Chautauqua County Poor-house is nearer the usual size of county poor-houses in the country. It will properly accommodate about one hundred and seventy-five inmates; is of brick, three stories high, and has a frontage of one hundred and four feet. In this poor-house the basement is dispensed with, and a cellar substituted.

An elevated view of the building will be found on the first page of the Fifth Annual Report of this Board.

The diagrams of the several floors are here presented on Plates IV, V and VI.

Certain objections are obvious in this plan. Among these, on the first floor, are the close proximity of the wings to the kitchen; the separation of the kitchen from the dining-rooms by an intermediate hall, which must be largely used; the location of the invalid sitting and bedroom off of the dining-room; the obstruction of the main hall at one extremity by a water-closet, and at the other by a pantry, thus shutting off light and ventilation; on the second floor, the large space appropriated to the superintendents' rooms, which are required but a small portion of the time. It should be stated that the plan embodies no hospital wards or rooms for the sick, these being provided for in a separate, two-story building.

GENERAL STATEMENTS.

Having, as already mentioned, made personal inspection of buildings for poor-houses and similar institutions in other States, and examined carefully the plans that have originated in the Boards of State Charities and Boards of Health, and obtained the opinions of a large number of

experts, I submit, with great diffidence as to the accuracy of my judgment, what seem to be natural conclusions.

LOCATION.

An important point to be considered, in connection with any project for the building of a poor-house, is its location. Some differences of opinion exist as to whether in the rural districts it should be built remotely from a village and secluded, or whether it should be near it, that is to say, within two or three miles, and quite accessible to a populous center. In the first instance, greater seclusion is afforded to the inmates, and, possibly, a small saving effected in the purchase of certain of its supplies. On the other hand, a location near a town makes it more accessible to a larger portion of its representative population and to the benevolent who take interest in such institutions—an interest which, as has been seen in many cases, brings about a higher standard of care and discipline. While the cost of some of the supplies may be increased by a location near a village or city, that of others will be lessened, and the products of the farm, which are oftentimes in excess of the wants of the inmates, are more readily marketed and at higher prices. The advantages will probably preponderate in favor of a location, where the dispensation of the public funds can be brought most directly under the eye of the people. At all events, it should, if possible, be in near proximity to a railroad station, or upon the line of a street railroad communicating with the town.

The following points are deemed primarily essential in the selection of any location :

First. A good quality of soil, easily tilled, and adapted to both gardening and farming purposes.

Second. A bountiful supply of good water, the source of which, if possible, should be so elevated that by natural pressure the water will be forced to every part of the establishment.

Third. A site affording facilities for good drainage, and free from unwholesome atmospheric influences.

DRAINAGE.

A site which affords facilities for good drainage and sewerage having been selected, it is presumed that the building will be located sufficiently high to effect a tolerably quick discharge of the waste from the building. Damp places, if there be any in the vicinity of the building, should be thoroughly drained. The drains ought to be well laid, about three feet deep, and not more than twenty-five feet apart, if the soil be of clay. In laying drains to connect with the building, it is important that measures be taken to guard against the escape of foul air through them into the building or its foundation. Surface water flowing from

high ground should be turned aside by surface drains at some distance from the buildings. The necessity for perfect and thorough drainage is fully sustained by medical authority. Edward H. Jones, M. D., of New York, asserts, as bearing upon this subject: "Dwellings erected without any reference to the nature and condition of the ground, perhaps on undrained and retentive soil, are continually, by their walls, absorbing moisture and imparting a dampness to the internal atmosphere of the house, which for this cause too often becomes the home of catarrh, consumption or rheumatism. And again, dysentery and other intestinal diseases of a typhoid character assert their presence, often adding largely to the rate of sickness and mortality, in just retribution for the violation of sanitary laws."

SEWERAGE.

Sewerage is one of the important measures to be considered, and upon which the best authorities, as to all the details in this branch, should be consulted, as also in regard to the plumbing connected therewith. Pipes conducting excrement should be glazed and the joints cemented, great care being used to ensure smooth connections upon the inner side so as to allow the free passage of the waste. A fall of at least two feet in every one hundred feet distance should be given to the pipe. If the location will not allow of this descent, the pipes will require flushing occasionally by the introduction of gutter pipe from the roof of the building into the sewer; or, if a system of water-works be maintained, the desired result can be accomplished by a proper connection therewith. In all events, the pipes must have a free discharge and be kept entirely clear to avoid the accumulation of noxious gases which are liable to enter the building. As a safeguard, every line of sewer should be properly trapped and ventilated outside of the building.

Out-door pipes should be laid at a sufficient depth in the ground to protect them from the frost, and wherever a junction of one line of sewers is made with another, it should be at an angle not exceeding forty-five degrees, that the contents of the sewer may be promptly discharged.

Particular care should be exercised as to the size of the sewerage pipes required, it being highly important that they have the requisite capacity of discharge, and are neither too large nor too small for their uses. On this point, Mr. H. Hudson Holly, architect, says: "It is a mistaken idea that large pipes are less liable to foul than small ones; for, from the fact of the latter presenting less surface, the friction is diminished, and the flow of water is more rapid, whereas pipes of larger diameter are apt to clog in consequence of the more sluggish movement of the fluids."

As to the extent of sewerage demanded for sanitary purposes, it is not necessary, in this connection, to speak at length. Patient examination

should be given to all that pertains to this branch of the subject, to the end that all waste from the building, including not only the waste from the closets, but also from the laundry and kitchen, may be so effectually disposed of as to prevent any possibility of contamination from these sources. Dr. Lyster, of Michigan, speaking of the importance of kitchen sewage, says: "The general use of kitchen drains would, we are convinced, diminish sickness in a marked degree." * * * "The decomposition of kitchen sewage and wash water from the house, under the windows opening at the rear of the building, is in summer an important factor in the production of cases of disease, particularly those indicating serious intestinal irritation and inflammation—as diarrhœa, dysentery and enteric (typhoid) fever. The ground becomes sour and saturated with fermenting poisons; rank weeds spring up, and it only needs the steady heat of July and August to cause it to send out the poisonous gases, or ripen the germs of disease, whichever may be the correct theory, and these find their way into the house through the open windows. These waste materials are often, in fact usually, thrown out in the immediate vicinity of the well, and in heavy rains the soakings run into the well through the curbing or permeable walls."

BUILDING MATERIAL.

In determining upon the kind of building material to be used, it is deemed sufficient to enunciate the general principle, that the material selected should be of the kind cheapest and most abundant in the neighborhood, whether wood, brick or stone, provided it be good. The opinion that wooden buildings are too perishable for public institutions is not correct. The fact is, the durability of such buildings depends largely upon the manner of their construction, and on the kind of foundations upon which they are placed. Experience does not corroborate the charge that they are specially insecure against fire. It may be stated that an examination of the conflagrations that have occurred in public institutions of this character, so far as can be ascertained, shows their origin to have been within the building, instead of without, in which case a brick structure would have been destroyed as readily as a wooden one. This was recently illustrated by the burning of the brick building at the Steuben county house. Besides, many brick and stone edifices erected within the past fifty years have become unfit for occupation by the settling of foundations, and the cracking and disintegration of the walls, as in the case of the Allegany, Steuben, and some other county poor-houses. This was specially shown in the Orleans county poor-house, a brick building which has recently been pulled down and rebuilt, having become wholly untenable. If care be taken that the interior portions are well supported by means of brick cross walls in the cellar, and if the cellar walls are carried up sufficiently to keep the timbers free

from moisture, a wooden building may be constructed which will be strong, warm, and if kept well painted, will prove permanent and durable.

FOUNDATIONS.

Too great care cannot be taken to secure a good foundation, especially when the superstructure is of brick or stone. Unless great precaution is exercised in this respect the building is likely to settle unevenly. The foundation should be drained by means of tile laid around the outside base of the wall, that all moisture may be carried away. These, when they enter the house-drain, should be above the outside trap to prevent the escape of sewage gas. The drain tile should never be laid within the wall, as has sometimes been mistakenly done, thus drawing the water through and under the foundations, instead of protecting them from it. The stone should be so laid as to bind the wall firmly together, and the bottom course or footing should be of large, flat stones, for the better equalization of the superincumbent pressure. A slight inclination in the masonry work from the surface of the ground to the base of the wall is advised, and it is believed that the benefits accruing from laying both sides of the wall with equal care, and pointing it without as well as within, would more than compensate for the extra cost. There should be no opportunity for the earth, when frozen, to lift the wall underneath projecting points.

The foundation should be carried up high enough to admit of sufficient light and good ventilation beneath the building. Preparations, while laying the foundation, should be made for connecting the building with outside sewers and drains, and for the introduction of all necessary pipes. This may be effected by the insertion of tiles through the mason work. Not only should immediate wants in this respect be considered, but also the contingencies of future improvements. A little foresight in this direction will often obviate the necessity of tearing open the walls, greatly to their injury.

BASEMENTS AND CELLARS.

Basements are deemed objectionable for buildings of this character. They have, when used, been found unwholesome at certain seasons of the year; the walls often betraying dampness and mildew. It is indispensable that this should be overcome. Dr. Bowditch, chairman of the Massachusetts State Board of Health, speaking on the causes of disease, says: "They may be summed up in three words—premises too damp! The best means of preserving the public health is to remove the dampness from the dwelling and its surroundings, not to permit too much shade, to allow plenty of sunlight and air in the house, to supply good water, and to carry away all decomposing and waste matter."

Neither should basements be used for the confinement of refractory

persons, and dark rooms or dungeons herein and elsewhere ought positively to be prohibited. To confine even the refractory here, increases mental irritability, while diminishing the force of the vital functions. As bearing upon this assertion, Dr. Forbes Winslow has said: "The total exclusion of the sun's beams induces an impoverished state of the blood, muscular debility, dropsical effusion, softening of the bones, nervous excitability, irritability of the heart, loss of appetite, consumption, physical deformity, stunted growth, mental impairment and premature old age."

The parts of an institution occupied by the inmates should be above ground. This rule ought to be adhered to inflexibly, the additional expense necessary to comply with it being comparatively slight.

Basements or cellars should be reserved for the heating apparatus, the keeping of fuel, for certain stores, and also for more convenient access to all flues and pipes connected with heating, ventilation, and the water supply.

Cellars should be filled in a few inches with gravel or loose stones, and grouted with cement. This will exclude dampness from this source, prevent the absorption in the soil of liquid matter from which offensive exhalations may thereafter emanate; also loss and annoyance from rats and other vermin may thereby be avoided. It will facilitate the cleansing of the cellars, to have the floors so graded that the water may flow to one point for discharge.

The cellars of an institution should not be used for the storage of roots and vegetables. They are usually closed at the beginning of winter, and, in many cases, not reopened until the following spring. The consequent want of circulation of pure air beneath the floors results, especially when used for storing vegetables, in the generation of noxious gases, which rise and permeate the house. For such storage, cellars under out-buildings, or earth cellars may be used.

Prof. Barnard, of Columbia College, New York, says: "Pure air, pure water, wholesome food, rigidly enforced cleanliness, the severe exclusion of everything which contaminates the air with noxious gases, especially from decaying organic matter, the prompt and complete disinfection of every spot where pestilence may lift its head, or of any article which may serve as a vehicle for disease, are the objects which the guardians of public health must labor in future to secure."

WALLS OF SUPERSTRUCTURE.

Masonry walls should be built with an air-chamber between the outer and inner courses. This is imperative where the outer walls are of stone, in which case there should be an inner wall of brick, with a four-inch air space between. Flue spaces should be made of liberal size and in sufficient numbers not only to meet present wants, but to anticipate

future contingencies. The sills of wooden buildings should be laid with care, and mathematical precision be observed in all horizontal and vertical lines. Negligence in this respect, as is sometimes the case, seriously interferes with the convenient use of windows and the hanging of doors. Accuracy in detail will be promoted by bringing certain of the timber material, particularly the studding, to a uniform width by mill-process.

In case the building is of two stories, the studding in the lower story should be stouter proportionally than in the upper; the whole should be sheathed within and without with boards, which may be unplanned, though the cost of machine planing, to equalize the thickness of the boards, is so trifling, that it is recommended not only for this purpose, but wherever used. The sheathing should be placed in diagonal courses, at an angle of forty-five degrees, the inside and outside courses being at right angles to each other. The boards ought to be strongly nailed, and underneath the clapboards a layer of tarred felt-paper should be laid. Within, vertical strips of thick lath should be nailed upon the sheathing at the usual intervals, to which the horizontal lath, alternating the joints, should be nailed. By this method the plastering can clinch in the spaces between the horizontal lath and the sheathing, while the sheathing supports it, making a very firm wall. Prudence will dictate the purchase of good lath, fully three-eighths of an inch thick, free from knots and sap, and well seasoned.

WAINSCOTING.

For the better protection of the walls against abrasion, it is recommended that the halls and rooms principally used be wainscoted. This, in passages and much-used apartments, should be not less than three feet six inches high, and in the bath-rooms and water-closets not less than four feet six inches.

FLOORS.

The joists of all floors should be well cross-bridged to stiffen them. The floors of the first story should be of two thicknesses, the lower of which may be of rough boards. Between these should be laid a layer of roofing paper. It is also recommended that a double floor of rough boards be laid in the attic above the uppermost ceiling, interlined with felt-paper for economy of heat. If paper saturated with coal tar be used, greater immunity from vermin is secured. Georgia or resinous pine is regarded as the most desirable flooring material for such institutions. Maple and white ash have been used in some instances with satisfaction.

FLUES.

Great pains should be taken to have flues in sufficient number and carefully constructed, especially those for smoke. It is recommended that these be plastered inside and out, and separated from timbers by a

small air space. The air flues should be carried into the cellar to facilitate ventilation and cleaning, and to provide for changes in the method of heating and ventilation, should they afterward become desirable.

STAIRS.

No single feature adds more to the comfortable and convenient administration of public institutions of this character than sensibly planned stairways throughout. These should be a primary consideration. It is advised that they be well lighted, of good width, with easy risers and broad treads, and in every case provided with a hand-rail. Square and roomy landings are desirable, as being restful in long flights. Circular turns should be avoided as dangerous to the infirm, and as less convenient. Economy of space should be secondarily considered in the planning of stairs in every part of the building. Their location and number must be such as to give ready egress in case of fire.

ROOFS.

For buildings of this character, the roofs should be plain and in keeping with unpretentious architecture. The fewer gutters and angles they have the better will they withstand the action of frost and snow, and the greater security will be afforded against dampness.

It is advisable that the angle of inclination of the roof, if covered with slate or shingles, be not less than thirty degrees.

Split shingles are preferable to sawed shingles, being far more durable. They will last longer if simply laid on slats, placed at the proper distances to receive the nails, as this will allow the moisture the more readily to dry out from beneath.

HEATING.

Heating and ventilating are correlative. Unless the heating apparatus in such buildings is effectual, the ventilation must necessarily be imperfect, because the class of people occupying them are particularly insensible to the presence of bad air, and will shut their windows at all hazards to keep warm. Uniform temperature is most desirable, and very difficult to attain, unless great care is used in the means for creating it. A general complaint in many institutions is that of the irregularity of the heat, the rooms being sometimes too hot and at other times too cold, but more frequently the latter. For the largest number of persons, such as are inmates of poor-houses, about seventy degrees Fahrenheit is sufficient.

In regard to the means of heating, the location of the ventilation should be considered as related to the cost of fuel, and that method adopted which is most economical. While stoves or furnaces have been largely used in the past, steam, in some mode of its application, is now

superceding them. It possesses this advantage, that the fire can be maintained at one point, and under the charge of a reliable person, thus lessening risk, besides greatly promoting convenience. From this point, every part, not only of the principal, but of the lateral buildings, may be warmed. At the same time the washing may be done by the steam, as well as the cooking, drying of clothes and heating of flues for ventilation and of water for bathing. In case there is not sufficient natural pressure to distribute the water, an inexpensive steam pump may be used to force it into cisterns sufficiently elevated that it may be conducted thence throughout the premises. Another advantage of steam heat is that the temperature can be kept more nearly uniform. An important point to be considered, is the direction of the prevailing winds, and extra provision should be made for keeping the exposed side of the house sufficiently warm. In heating by steam the radiators can be so placed as to effectually obviate the difficulty. Where steam is used, it has been found that in order to determine whether an equal temperature is maintained throughout the whole establishment, thermometers are placed in all of the various departments. These thermometers are examined four times each day at stated hours, and a record is systematically kept at the office. If negligence should occur, it may, by this means, be promptly corrected. This also affords satisfaction to the superintendents or other officials who do not reside in the institution.

VENTILATION.

The importance of a good system of ventilation cannot be over-estimated. One of the best means, and one that should be adopted in rooms for the sick, is the use of open fire-places, or large flues with openings that may be made effective by steam pipes, or by the burning of lamps or gas jets. The same method is desirable for sitting rooms and dormitories. "Ventilation," says W. C. Van Bibber, M. D., of Baltimore, Md., "is every whit as important as drainage." * * * "Man can no more live in a foul atmosphere than while constantly drinking poisoned water." Provision should be made for a regulated influx of pure air. It is asserted by some authorities that the ordinary sized chimney or flue, with a draft of three miles per hour, will discharge about 28,000 feet of air per hour, which, replaced by fresh air, would be sufficient for fourteen persons. Prof. Frank Donaldson, M. D., of the University of Baltimore, says: "Practically the community is not alive to the fact that impure air is a poison, and is directly or indirectly the cause of great mortality." * * * "Air is the chief factor of life, and its use in breathing is the first and very last act of our existence as independent beings. We can live a certain period of time without food, but we cannot without air. We must breathe from fifteen to twenty times per minute, and not less than 20,000 times in the twenty-four

hours." It is asserted by the same authority that the "breath and skin further give off a compound of sulphur and ammonia, sulphide of ammonia, which is directly poisonous. The quantity of watery vapor exhaled is estimated at from twenty-five to forty ounces in the twenty-four hours, and requires an average of two hundred and ten cubic feet of air per hour to retain it. This vapor is loaded with organic matter, which is especially deleterious to health. It has a very fetid smell when it accumulates, and is but slowly oxidized. It is believed to be molecular, and may be said to hang around the room like clouds of tobacco smoke. Its odor is difficult to get rid of even after free ventilation. It darkens sulphuric acid, and discolorizes solutions of permanganate of potash. When put in pure water it becomes offensive. In sick rooms it is associated with pus-cells and other emanations of disease."

It is stated of John Howard, the philanthropist, that his clothes became so offensive from prison air, that he could not travel in coaches, but was obliged to ride from place to place on horseback.

According to Dr. Angus Smith, "We should keep our rooms so that air in them give no precipitate, when a ten and a half-ounce bottleful is shaken with half an ounce of clear lime water."

The hospital wards, or rooms used by the sick, should be well ventilated, as the sick deteriorate more air than the well. Medical authorities assert that they should be supplied with at least thirty-five hundred to thirty-seven hundred cubic feet of air every hour.

Prof. Donaldson also states that "rebreathed air, or air deprived of its proper proportion of oxygen by any means is not healthy; and if it also contains organic matter, and the results of combustion, it is beyond a doubt poisonous." Dr. Chancellor, of the Maryland State Board of Health, on the same point says: "A human being destroys or poisons the oxygen of nearly a gallon of air per minute, contaminates and renders unfit for use at least three times as much, and in any case, unless ventilation to that extent and in proportion to the number of persons present be provided for, the air is soon in a state that will not only seriously affect the health of those living in it, but also those adjacent thereto."

Dr. A. N. Bell, of Brooklyn, sustains the opinions just given in the following language: "The poisonous effluvia which pervades the atmosphere of close and unventilated rooms is not only rebreathed, but it adheres to all the surroundings; it sticks to the wall and furniture, settles into the drinking cups, into the food-utensils, food and drink, permeates the clothing and attaches to the person. It creates a *nidus*, which is not only in itself poisonous, perpetually lessening the vital force of all who inhabit it, and predisposing to blood poisons of every kind, but it also becomes a hot-bed for the planting and propagation of specific poisons, and a fruitful source of scrofula and consumption.

"Besides the danger from active and fatal disease from exposure to the conditions above described, all physiologists recognize the influence of depressing agents on the human organization, in blunting the sensibilities, paralyzing the intellect, promoting stupidity, idiocy and physical deformity."

All these statements are especially applicable to the pauper class, whose vitality is low and habits uncleanly. They need more ventilation than other people. A great part of the low vitality, which is one of the prolific causes of pauperism, is due to impure air in the crowded tenements and ill-drained streets of our cities and large towns.

BATH-ROOMS, WATER-CLOSETS AND LAVATORIES.

Facilities for promoting personal cleanliness are important in their bearing, not only on the health of the inmates, but also on the moral tone of the institution, and no establishment can be well conducted without providing for them a weekly bath in addition to the daily ablutions. "In all ages of the world," says Dr. Chancellor, "frequent ablutions of the surface of the body have been considered important auxiliaries to the maintenance of a high degree of health, and to the physical and moral culture of the people."

As bearing upon this point, Dr. Joseph M. Toner says: "I am convinced that there is no subject of greater importance and interest to the people than that of cleanliness, and the careful investigation of the causes of disease. The masses should be taught to understand that the neglect of hygienic precautions enfeebles health, breeds disease, encourages vice and shortens life. * * * Man's social instinct and moral nature, in a measure, make him 'his brother's keeper.' It is surely, therefore, a natural if not a Christian duty to point out the physical evils which flow from bad habits and from the neglect of hygiene." If this statement of Dr. Toner is applicable to the masses, how much more so is it to the already enfeebled and dependent held in custody?

Bath-rooms and water-closets should be constructed on each floor, and so arranged that the water used in bathing may, in its discharge, cleanse the pipes and sewers connected with the closets. In some instances the rain from the roof, when not otherwise utilized, is discharged through the same channel for the purpose stated. The greatest care must be taken that no effluvia escape into the building. The construction of the closets should be such as to secure for the soil pipes upward ventilation through the roof. Too great caution cannot be exercised to preserve perfect cleanliness in these apartments, and the best of modern appliances should be adopted to secure these ends.

The lavatory, it is recommended, should be so arranged that the inmates may wash in running water, and that places be provided for towels for each person.

SEPARATION OF THE SEXES AND CLASSIFICATION.

The plan should be such as to effect a complete separation of the sexes without a sense of confinement, or creating embarrassment in the conduct of the household and general industrial occupations. It should also secure a classification of the inmates; such as keeping the sick apart from the well, the feeble-minded and idiots from those capable of self-government, and all whose physical condition renders isolation from the other classes necessary or desirable. This separation should extend not only to the interior, but also to the yards and places of recreation. In some cases there are found in these institutions worthy persons who have been reduced to dependence by no fault of their own; for such it would seem more humane to provide small rooms, and thus secure for them something of that privacy to which their former lives have accustomed them. There are also found at times persons indigent through the loss of some one of their senses, who also should receive special consideration in the poor-house plan. The improvident and shiftless ought to be sharply distinguished from the worthy poor. A very slight proportion of the inmates usually found in our poor-houses belongs to the class of worthy poor, so that special provision for this small minority would be feasible and inexpensive. In city alms-houses these cases are still fewer, as relief is usually afforded them in hospitals, homes for the aged, or kindred institutions. The necessity for separation of the sexes and the kind of classification here advocated, has been eloquently presented by the Ohio State Board of Charities in the following language:

“The importance of heat, light, ventilation and drainage is readily appreciated. Not so, however, the subject of the separation of the sexes and classification of the inmates. There has been no wrong so flagrant, no sin so gross, no shame so great in connection with our infirmary* system as that which has resulted from failure to provide in the construction of buildings for the complete and constant separation of the sexes; nor are instances of this great sin rare in their occurrence. On the other hand, no complaint is so common, certainly no evils more apparent than those resulting from inadequate provision against the mingling of the sexes. * * * The idle, profligate and degraded classes who, from the indulgence in brutal passions, have become a charge upon the public, together with those devoid of judgment, or those in whom reason has been dethroned, need, above all others, to be kept strictly separate, and in a class by themselves. * * * Among the inmates are aged men and women who have seen better days, and many of whom are quiet, orderly and intelligent people, some of them with more or less refinement and mental cultivation; at present these people are forced to mingle very much with the vicious and degraded, who have also taken refuge here.”

* In Ohio the poor-houses are designated infirmaries.

HOSPITAL ACCOMMODATIONS.

The plan should also provide for a hospital-ward for each sex. These should have good sun-exposure, pleasant outlooks and thorough ventilation. A separate ward for maternity cases while convalescing should be provided, with a small apartment for one bed, adjoining. These should be thoroughly ventilated and used solely for the purposes for which they are designed. The walls of rooms used for hospital purposes should be hard finished and painted, to prevent the absorption of poisons. The danger from this source is greater than is generally understood. Buildings devoted solely to this purpose, become in process of time so saturated with poisonous matter as to be unsafe for use. Hon. James W. Beekman, of New York, on this point says: "It is beginning to be recognized that hospitals should be destroyed and removed every ten years. The walls become saturated with poisonous matter emanating from the bodies of the sick, and no fumigation or disinfectants have proved efficacious. After a few years the safety of patients requires freshly built wards, and these wards must contain but few beds and be situated in detached and temporary buildings."

In large institutions a small separate cottage for maternity cases is recommended.

WORK AND SITTING-ROOMS.

Well lighted, cheerful work and sitting-rooms should also be secured in the general poor-house plan, with capacious, well lighted closets adjoining, for storing work material.

The importance of providing the means of employment for the inmates of public institutions is well stated by the Massachusetts State Board of Charities in the following language:

"There are special reasons why *work* should be exacted of the inmates of public institutions. *First*. When an individual is supported at public expense, justice demands that he shall render an equivalent in work as far as possible. *Second*. The principle of economy on the part of the State requires that it should command the services of its wards as far as they can possibly render any. It should be the duty of the State, in establishing public institutions, to make suitable provision in the purchase of land and erection of buildings, whereby all persons confined in them and supported by the State shall work, thus contributing something towards their support. In this way much can be done in the saving of expense and something earned to increase the income of the establishment. But the pecuniary gain comprises only a small part of the consideration. *Third*. Such are the laws of the human system, that health and the highest interests of both the body and mind require exercise. * * * * * This law of exercise is particularly applicable to the inmates of an institution. Not only their habits and character are improved, but the order and discipline of the institution are by this means

promoted. The contrast between two institutions, one where the inmates generally are put to work, and another where only a small portion find employment is most striking in the quietness, the good order and healthy expression. This law of work or employment should be faithfully applied in all our public institutions; the more systematically and thoroughly it is done, the more it will not only improve the condition, habits and character of their inmates, but diminish pauperism, crime and insanity."

SUN EXPOSURE.

For sanitary reasons the building ought to be so placed as to secure the greatest sun exposure, and no one portion be allowed to shut out other portions from the sunlight. A good sun-exposure will also result in a saving of heat in the winter.

The late Dr. Henry W. Dean, of Rochester, has said: "Equally important is sunlight. The influence of a protracted sun-bath in increasing the red corpuscles of the blood, and in improving the capillary circulation, are familiar facts to medical men. Health can neither be maintained nor restored without it. No man or number of men, has a moral right to incarcerate a human being in any place beyond the reach of sunlight and fresh air."

In planning the location of all rooms to be used by the sick, special reference should be had to securing the greatest amount of sunlight. Florence Nightingale ranks light second only in importance to fresh air. She says: "Direct sunlight, not merely daylight, is necessary for the speedy recovery of the sick."

Dr. J. H. Kellogg says: "Sunlight surpasses all other agents in restoring color to the blanched and ghost-like faces of long-housed invalids, and sun-baths rightly used are powerful remedies for disease."

WATER.

One of the most important factors for the preservation of health is the quality of the water used for domestic purposes; and thorough investigation should be given to all that pertains to this element, both as to its purity, and security against contamination.

Robert C. Kedzie, M. D., a member of the Michigan State Board of Health, and Professor of Chemistry in the Michigan State Agricultural College, speaking upon this subject, says: "The choice of water for domestic use has an important bearing upon the health of a family, and persons cannot be too careful in making their selection of this prime condition of healthy physical existence. *It is better to fee the sanitary engineer than the doctor and the undertaker.* The purest natural water is rain water, and its chief excellence consists in its freedom from organic matter. To be preserved in its purity, it must be stored in impervious cisterns, free from all contamination before it enters the cistern, and

gaseous exhalations afterwards, and should be perfectly filtered before drinking. Large cisterns should be provided, not only to hold a sufficient supply during a drought, but in order that advantage may be taken of heavy rain storms, that a better quality of water may be secured. The cistern should be thoroughly cleaned at least once a year. A flowing spring is better than a well under the same circumstances, because the outflow of water serves to wash away any accidental impurities, by its constant renewal. The very volume of the water flowing is a safeguard, unless the water is derived from polluted sources. The quality of well water depends very largely upon the surroundings of the well, from which all surface-water should be excluded, and the water only enter at the bottom of the well."

If wells be used to any extent for drinking purposes, great pains should be taken to prevent them from becoming impure by infiltration through the soil.

C. F. Chandler, Ph. D., M. D., LL. D., President of the New York Board of Health, and Professor of Chemistry in the School of Mines, Columbia College, New York, in relation to this subject, says: "That wells are always to be viewed with suspicion as sources of water supply, on account of the danger of contamination from the drainage of the soil about dwellings, and of the leakage from drains, cess-pools and privy vaults."

Dr. Henry F. Lyster, referring to the same subject, says:

"A well, unless properly made, acts as a drain upon all the subsoil water within thirty to seventy-five feet in every direction, and consequently draws into itself much of the imperfectly filtered material in its vicinity, all of which is detrimental to the quality of the water, which should come in only at the bottom and from a living spring."

In regard to dangers from this source, Dr. Chancellor says: "The use of impure water for domestic purposes, especially if obtained from wells contaminated by filtration from privies, is now regarded by all sanitarians as extremely dangerous, often giving rise to epidemics of typhoid fever, cholera," etc.

DISPOSAL OF EXCRETA.

On the question of the disposal of excreta authorities differ. It is safe to say, however, that the means must vary in large and small institutions. In certain alms-houses in New England and elsewhere it is conducted through sewers to vats in the cultivated fields, and from time to time intermixed with dry earth and distributed over the ground as a fertilizer. In some institutions it is diluted with water, and then by means of a steam pump forced into distant fields, over which it is distributed by means of troughs, or by channels made in the ground.

At the Columbus Hospital for the Insane, in Ohio, it is forced by a steam pump several miles from the building, and discharged into the river.

Earth-closets are used to a limited extent. A still simpler means is that of closets outside and apart from the building, where the excrement is received in boxes containing lime or dry earth, and thus deodorized. The boxes are occasionally drawn off to the fields and emptied, the contents being used as a fertilizer.

In other places buckets are placed under seats at night and so arranged that the foul odor passes upward through an adjoining flue. These are changed each day and the contents used as manure. This method is best illustrated at the Asylum for the Chronic Insane, near Providence, Rhode Island. On this important point the highest authorities should be consulted, and such means adopted as those best qualified to advise may recommend. It is the opinion of Martin B. Anderson, LL. D., President of the University of Rochester, "that the excreta of such institutions have much value as a fertilizer, and except under extraordinary circumstances should be utilized as such."

OUT-BUILDINGS.

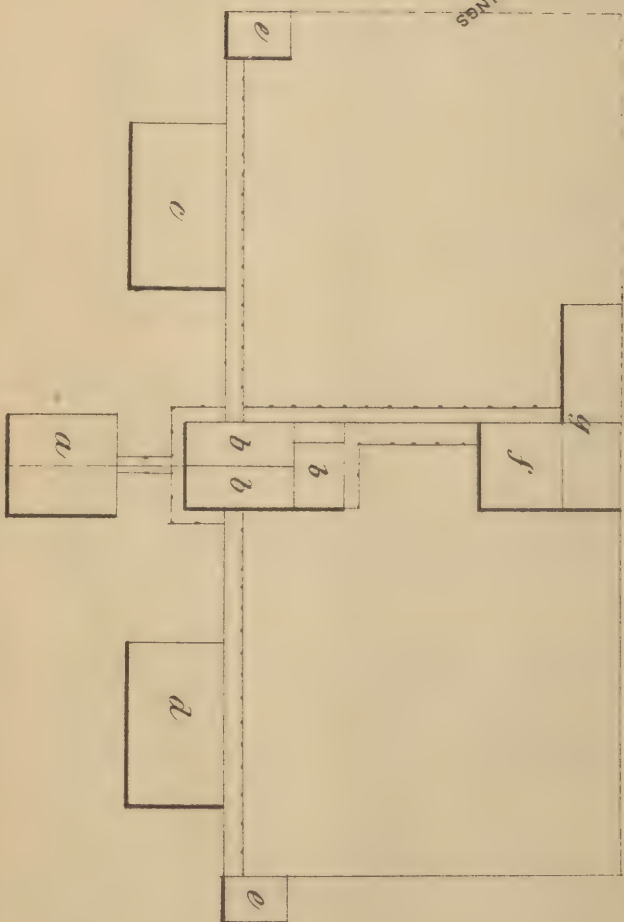
Out-buildings should be well constructed, of good material, and on permanent foundations. Economy will be reached by keeping them well painted. They should include ample shed-room for the storage of all farm implements and articles subject to injury by exposure to the weather. In connection with these, there might also be a close yard, where rubbish and material discarded for the time being, but likely to be used again in future improvements, may be deposited, thus concealing them from sight and giving to the grounds a greater appearance of neatness.

Paths to and from all outbuildings should be made perfectly dry by means of gravel, flagging or planking, that in muddy seasons of the year the carrying into the house of clay and dirt may be obviated. The relation of outbuildings to each other will be referred to more particularly hereafter.

RECEPTION HOUSE.

It is thought that every large poor-house, at least, should have a reception department, consisting of a separate building, and a small yard inclosed with a high fence. It should be so constructed as to separate the sexes, and have facilities for bathing and for medical treatment. All inmates should be received here and required to pass examination by the county physician before being admitted to the poor-house proper. Here clothes could be furnished to parties becoming inmates, and those on their persons washed and purified before bringing them into the institution. By this means a higher standard of cleanliness can be preserved, and the danger from infection and vermin overcome. Departments of this kind where tried have been found highly satisfactory and useful. They are in some cases made available for such of the

TO BARN AND FARM BUILDINGS



PROPOSED PLAN FOR POOR HOUSE, NEW YORK STATE.

vagrant or tramp class as are entitled to receive aid for a night at the county house. If desired, they can be secured during night hours, and their occupants restricted to this department. Separate facilities for boiling and washing the clothes of the sick might be provided here and a place for the storage of the usual disinfectants recommended by the county physician, which could be brought into requisition as occasion demanded. A department of this kind can be secured with a small outlay, as the building for the purpose need not be large, and may be cheaply constructed.

GROUND.

Aside from the yard or yards necessary to effect the necessary separation of the sexes, there should be grounds about every building of this kind, planted with shade trees, under which seats may be placed for the use of the aged and convalescent in pleasant weather. In exposed situations shelter can be secured by planting belts of trees on the windward side. Those varieties should be selected which are indigenous to the locality and likely to thrive best. In many places the common white pine, *pinus strobus*, and the hemlock are found servicable. The laying out of a few flower-beds often has a good effect upon the inmates, especially where they assist in their culture. It gives a tone of cheerfulness to the institution, and, by utilizing pauper labor, need incur no expense to the public. The same may be said of a lawn, which can be prepared and kept in order by the inmates.

PROPOSED PLAN FOR POOR-HOUSE.

The accompanying plan for a county poor-house (Plate VII), embodying what I deem to be essential features, is submitted. No attempt is made to go into the details of interior arrangements, or to give the relative size of the buildings and their sub-divisions; these must be determined by the number of inmates and the classifications required. It is believed to be capable of enlargement, to meet growing necessities, without any departure from its original features or loss of money already expended.

DESCRIPTION.

(a) Represents the location of the superintendent's or keeper's dwelling and office. It may be in any style of architecture preferred, and arranged in the most convenient manner for dwelling and family purposes. A mistake is sometimes made in providing large apartments for visitors. This is expensive and deemed unnecessary. If one-quarter of the building is reserved for the use of company that occupy it but one-twelfth of the time, it will be found more costly than if provision were made for them at hotels in the vicinity. Neither is it deemed advisable

to provide apartments in connection with the keeper's family for employes. These, it is believed, in an institution of this kind, should be selected with a view to their fitness for assuming the responsibility of supervision, and should lodge in various parts of the establishment, in properly furnished apartments, where they can exercise a supervising function during the night as well as the day. This is considered desirable, not only for the preservation of order, but for the better protection in the event of fire.

(b) Is a plain, but well-constructed two-story building, connected with the dwelling of the keeper by a one-story covered porch or passage-way, and distant therefrom, fifteen or twenty feet. Here are separate dining-rooms for males and females. They are served from a common kitchen in the rear, which is accessible to the women's dining-room by means of a door, but which communicates with the men's dining-room only by a slide opening into the adjoining pantry. The upper story may be used for a chapel, or subdivided into other needed apartments. If it should become necessary to limit the expenditure, this building may be built of but one story. Under this building, perhaps, can most advantageously be placed the steam generating apparatus, in case steam be used for heating and for other purposes. From this central point pipes can be carried to every part of the establishment. The covered way connecting this building with the keeper's residence, as also those hereafter mentioned, used for connecting the various buildings, may be cheaply constructed, with a permanent roof, and during the winter be closed between the posts by adjustable panels, for better protection.

(c) Is a building designed for men. It may be of any size that the exigencies of the case require. The barns and out-buildings should be on this side. This, it will be seen, is an essential feature in the plan, as it enables the men to pass to and from these buildings without coming in contact with the women.

This building may be of any style of architecture that the taste of the architect elects, provided it be simple. It may be of two or three stories, as need and economy shall dictate. Two stories are recommended in preference to three, particularly if the structure be of wood, though more roofing is required proportionately. The interior can be subdivided into hospital rooms, dormitories, sitting-rooms, bath-rooms, lavatories, clothes-presses, closets, etc., according to previous suggestions and the necessities of the case. From this building communication is had with the men's dining-room, by means of a covered way of greater or less extent.

(d) Is the building for females, corresponding in external appearance with (c), likewise subdivided into such apartments as necessity may dictate, including well-lighted and cheerful work-rooms.

(e) Are independent buildings for the idiot class, or for those whose

habits render it expedient to care for them separately. Yards might be inclosed and connected with them, if desired.

(f) Is the wash-house or laundry.

(g) Represents the wood-shed, or men's work-shop. This may be made accessible at either end, in which case there should be a partition, so that both sexes may have access to the fuel without coming in contact. Covered porches may be made to extend from the dining-rooms on each side to the wood-shed, as indicated by the dotted lines, thus affording shelter in passing to and fro in all weathers. This building should be sufficiently capacious to answer the purposes of a work-shop for men, as well as wood-shed. In case coal is used for fuel, this structure need not be as large as otherwise.

The location of the barns and out-buildings, with piggery, hennery, etc., is indicated by the direction of the dart. These buildings should be in a group by themselves, so arranged as to be most convenient for farming purposes. By giving this subject attention, and consulting reliable authorities on farming, convenience and economy, a better provision for the stock will be attained. This group of buildings should be removed a sufficient distance to prevent offensive odors being carried by the winds into the main building, and also to lessen risk in case of a conflagration. It is hardly necessary to state that the stock-yard should be supplied with pure water.

Having thus located the various buildings, one of the principal ends aimed at from the beginning, viz., the effectual separation of the sexes is reached without irksome restraint and interference with economic and convenient administration, by the erection of high or close board fences, inclosing spacious yards, as shown by the lines on plate VII. These are so situated that each is accessible from the buildings of either department, and can also be reached from the central building, used by both departments, without commingling of the sexes. Thus is afforded seclusion to the women, and protection from intrusion by disreputable persons who sometimes infest the immediate neighborhood. Thus is also afforded the means of restraint by which discipline may be enforced, decency observed, and that good order maintained, so desirable, and so difficult to preserve in institutions of this character.

GENERAL FEATURES OF THE PLAN.

By this plan it will be seen that an entire separation of the male from the female departments is effected. It also admits, as has already been stated, of enlargement without injury to any part; also a certain class of cases requiring separation from other inmates is provided for without disturbing the general arrangements, thus perfecting the means of classification. The laundry is detached, and poisonous vapor exhaled from the fermentation created by piles of soiled clothing is kept without

the building. In the cellar, in one of the rear buildings, roots and vegetables may be stored, thus preventing the effluvia arising from their decay from entering and poisoning the establishment.

In the plan submitted the relation of the out-buildings to the main structure is given. It is deemed important that these buildings should hold a proper relation to each other in order to attain the ends desired. By such an arrangement, in case of fire, the destruction of property might be limited to one building. Air and sunshine are accessible to every part of the establishment, and the interior well ventilated and rendered cheerful. If good taste is exercised in the design, the whole group may be made to present an attractive appearance to the eye. It is believed that great simplicity should be exercised in the construction of these buildings for the care of the dependent classes; at the same time their outline should be well proportioned, as this may always be secured without additional cost. All ornamentation, as such, should be excluded.

These buildings, thus substantially constructed, with a careful attention to details in every part, are, in the end, the cheapest for the county.

It should be kept in mind that the object to be aimed at in the expenditure, should be in the direction of securing the highest sanitary conditions, not only from motives of humanity, but in the furtherance of the public interest, by restoring to health and usefulness, if not to entire self-support, the greatest possible number of its beneficiaries. It should also be borne in mind in planning buildings for this class, that whatever arrangement tends to facilitate an orderly and efficient management of the institution, promotes also, economy in its administration; and that the preservation of order has a good moral effect on the disposition of the inmates.

MODIFICATION OF THE PLAN.

In case it should be deemed more desirable to connect the buildings (*c*) and (*d*) with the dining-rooms and kitchen, it may be done as shown in plate VIII, in which case we have the general characteristics of the Ohio plan, plate II.

By another shift, the keeper's residence and the building in its rear are brought together, the buildings (*c*) and (*d*) remaining in their original position, and connected with the central or administration building by covered walks or passages. How this may be done is shown in plate IX. By this change we find presented to the eye the general features of the Maryland plan, plate III.

By still another change, the keeper's residence and the building in its rear can be closed together, and the buildings (*c*) and (*d*) brought into contact therewith, as shown in plate X, and we have before us the general outline of the Illinois plan, plate I.

It is thought, however, that the closing together of any of these por-

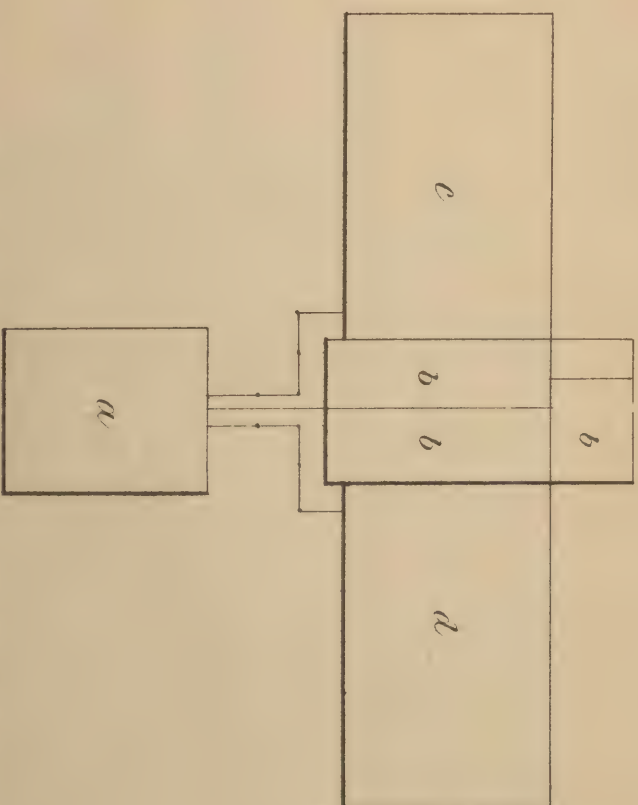


DIAGRAM SHOWING HOW THE NEW YORK STATE PLAN MAY BE MADE TO CONFORM
TO THE OHIO PLAN.

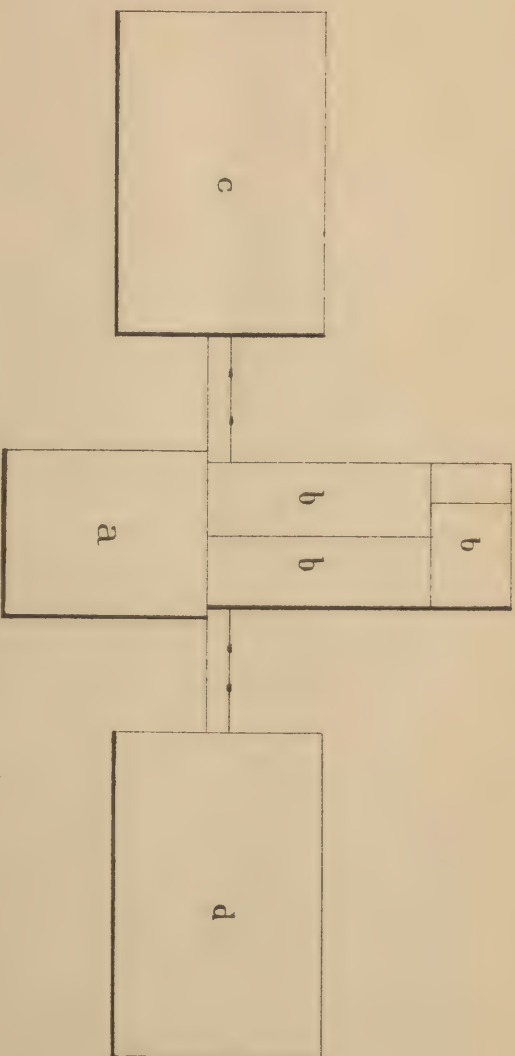


DIAGRAM SHOWING HOW THE NEW YORK STATE PLAN MAY BE MADE TO CONFORM TO THE MARYLAND PLAN.

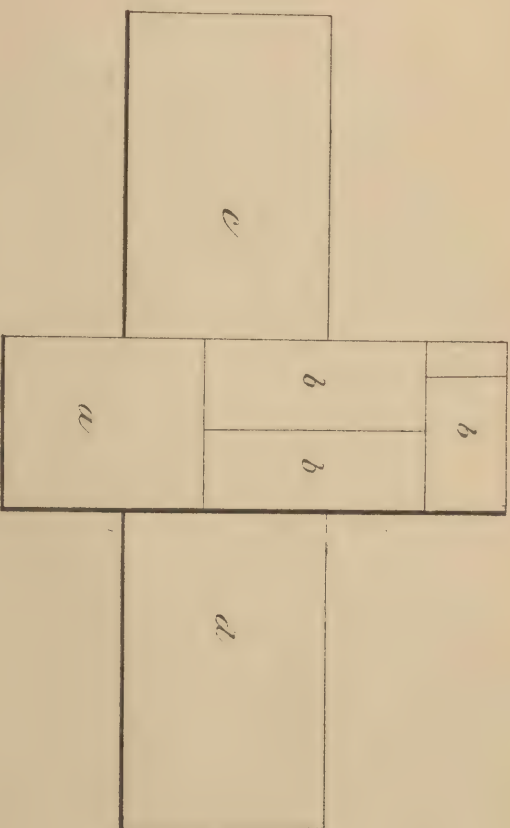
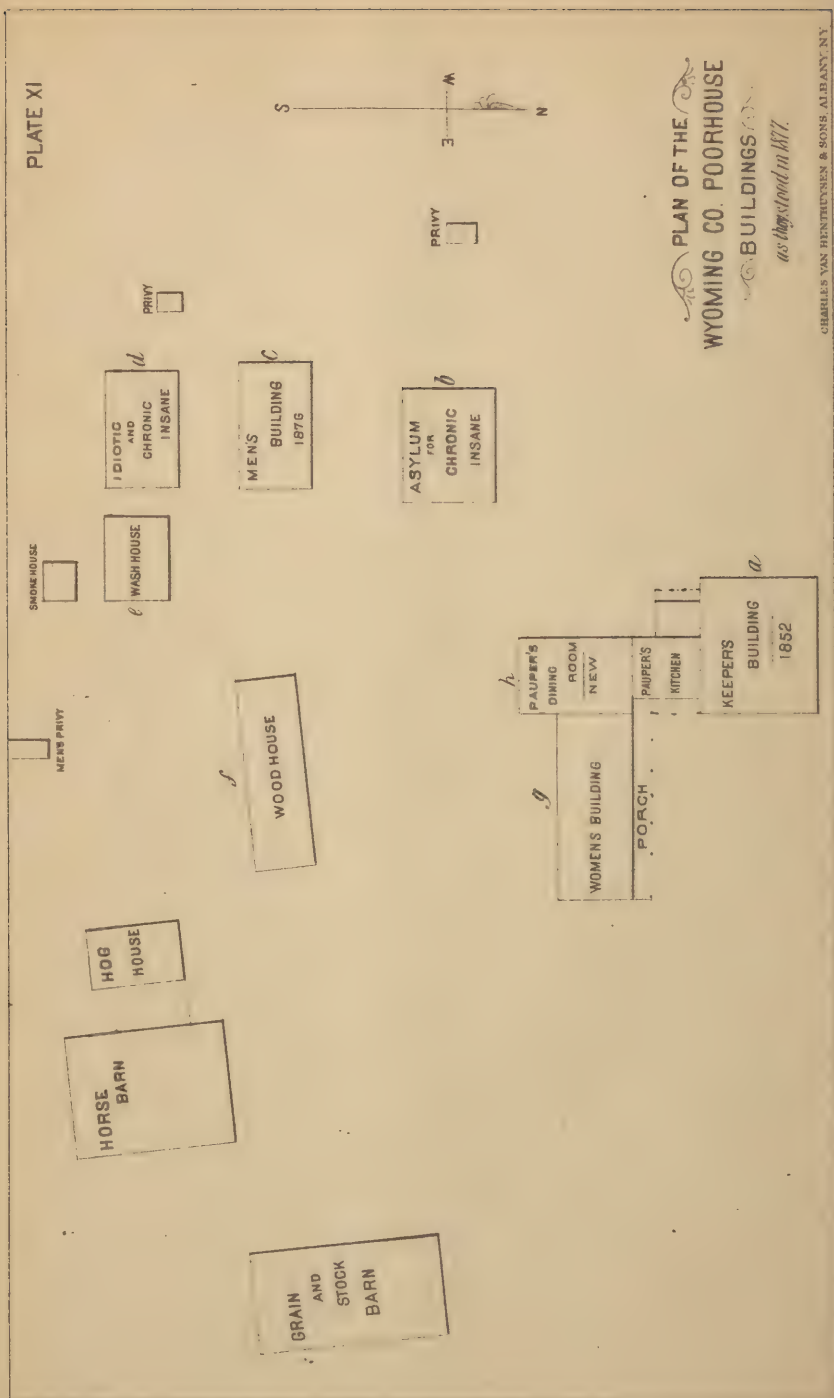
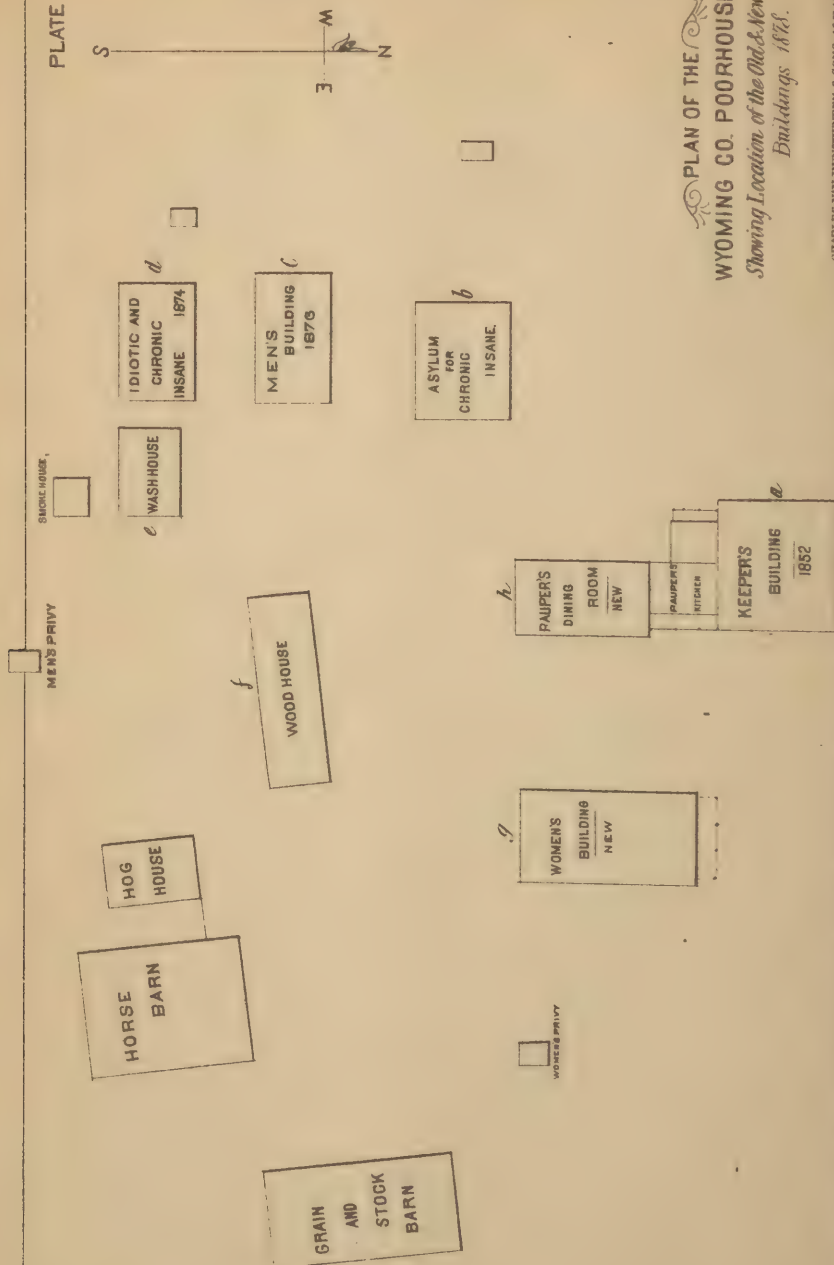


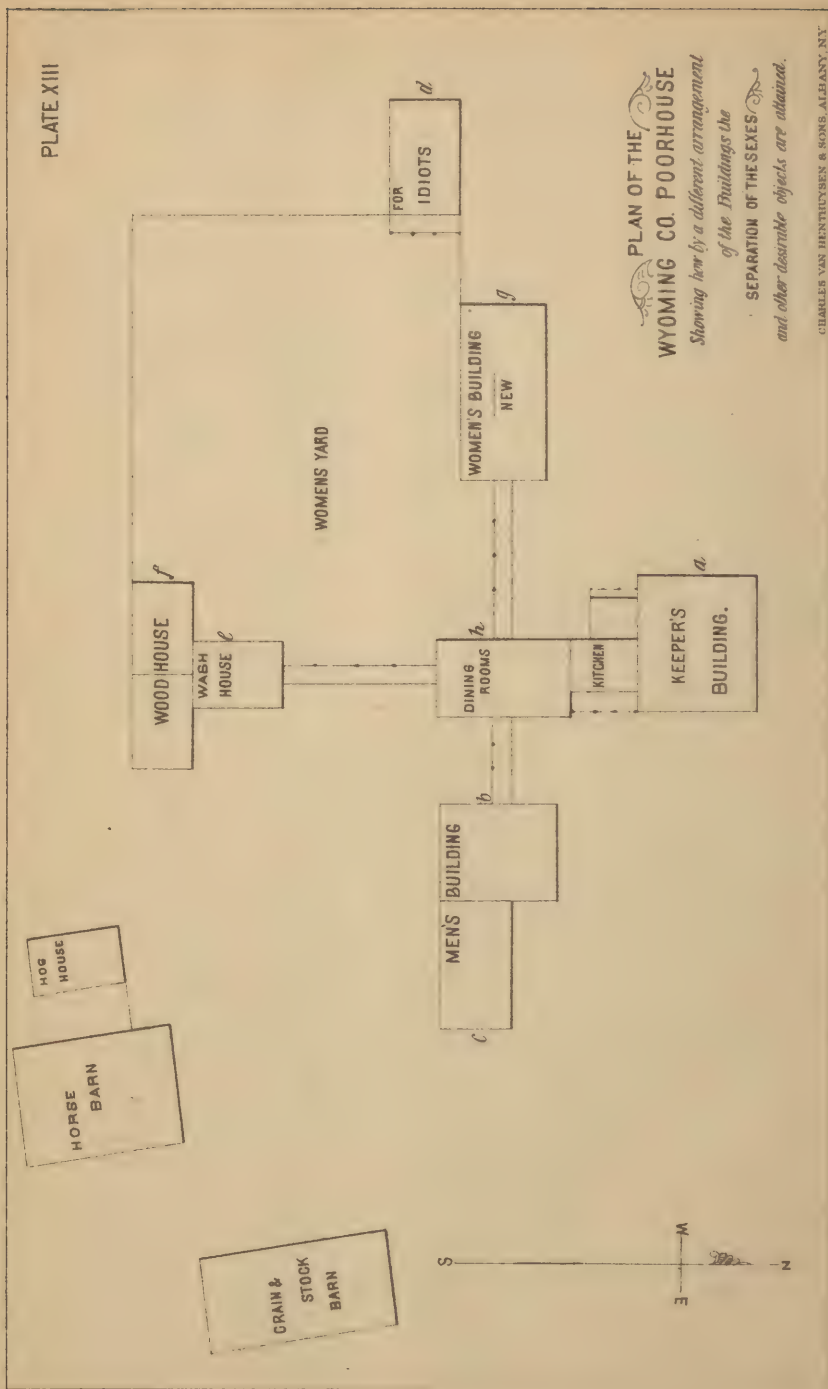
DIAGRAM SHOWING HOW THE NEW YORK STATE PLAN MAY BE MADE TO
CONFORM TO THE ILLINOIS PLAN.



PLAN OF THE
WYOMING CO. POORHOUSE
BUILDINGS
as they stood in 1877.



PLAN OF THE
WYOMING CO. POORHOUSE,
Showing Location of the Old & New
Buildings 1878.



PLAN OF THE
WYOMING CO. POORHOUSE

Showing how by a different arrangement

of the Buildings the

SEPARATION OF THE SEXES
and other desirable objects are attained.

tions must be at the sacrifice of light and air in the central part of the institution, where it is most needed. This, it will be seen, is forcibly illustrated in the Chautauqua county plan.

ADAPTATION OF THE PLAN TO POOR-HOUSES ALREADY BUILT.

Where poor-houses are already built, they can, in many cases, by additions and rearrangement of the different parts, be made to conform to the plan submitted, at a comparatively moderate expense. For a better understanding of this proposition, two illustrations are given.

At the annual session of the board of supervisors of Wyoming county, in 1877, an appropriation of two thousand dollars was made for the erection of a new building, to replace an old one used for women. It was completed during the past summer. An additional building for a kitchen, and separate dining-rooms for men and women, were also erected. The county officials realizing the evils of the old system arising from non-separation of the sexes and imperfect classification of the inmates, attempted, in the expenditure of this money, to remove them. In this, as will be seen by an examination of the accompanying diagrams, they were but partially successful.

Plate XI shows the arrangement of the buildings as they stood at the date of the appropriation in 1877.

Plate XII shows the location of the new buildings erected in 1878, with the old structure removed. It will be observed that a fatal mistake was here made in placing the building for women on the men's side in near vicinity of the barn.

Plate XIII shows how, by different arrangement, all of the buildings being of wood, the object desired could have been attained by a moderate additional expenditure. In this plan the building for women (*g*) is placed on the left of the administration building. The men's building (*c*) is shown to have been removed to the right of the administration building, as also the small building (*b*) now used for the chronic insane. This contains but nine inmates that are of county charges, the remainder being boarders. This number is quite too small to warrant the expense of employing a supervising male and female attendant for both sexes incarcerated here. As this county will undoubtedly relinquish the care of its chronic insane as soon as accommodations can be obtained at the Willard Asylum, this building is therefore shown removed, as already stated, to the men's side for the purpose of utilizing it. The few male idiots in this poor-house, it is thought, could be provided for in a department of either (*b*) or (*c*), thus avoiding a necessity for erecting a small separate building for their use. The building (*d*) now occupied by idiots of both sexes, but principally by females, is shown to be also removed, and appropriated to the use of females only. The location of the wash-house (*e*) and the wood-shed (*f*) are also changed so as to

bring them between the two departments, while accessible, when desired, to both, without any commingling of the sexes; the separation of which is effected by means of the close board fences, as shown in the lines inclosing the yard of the women's department.

In the Steuben County Poor-house, the partial destruction of which, by fire, in April last, was attended with large loss of life and property, the evils of an imperfect arrangement of buildings are still more strikingly shown. The money expended in the erection of new buildings since the fire only perpetuates the old evils instead of removing them. This is made apparent by the accompanying diagrams. Plate XIV shows the old buildings, as also the new that have been erected since the fire. Plate XV shows how by a different arrangement and a small increase in expenditure, by the removal to new foundations of some of the wooden buildings, and the erection of a one-story building for separate dining-room, and for a kitchen, a far better arrangement could have been secured. The new brick building for men is placed in this plan at the left of the proposed dining-room and kitchen. The proposed new building for kitchen and dining-room is placed in rear of the keeper's house (*h*), with which it is connected by a covered walk or porch, which, if desired, might be closed in winter. Similar covered ways connect this structure with the old brick building (*a*), as also with the men's new building (*g*), which is shown to be placed at the left of the building (*i*), on the side towards the barns. The building (*c*), men's sick-room, is removed, and adjoins this. The wash-room (*f*) is placed in the rear of the building (*i*), as also the wood-house (*e*), and corn-house (*b*), all connected with each other by covered walks, and accessible by their location to both the men's and women's departments. The old toll-gate building (*d*) is dispensed with in this connection. It might be utilized, however, for the storage of fuel or farm implements. The extended black lines indicate the location of close board fences, inclosing two separate yards, one for the men and one for the women.

The same radical mistake was made by this county as in Wyoming, in improperly locating the buildings occupied by the sexes. The building for men here, is so placed that the women's department stands between it and the barns. The old poor-house building, in which the keeper formerly resided, and which is now wholly appropriated to the use of women, is deemed to be in too ruinous a condition to afford proper accommodation to its inmates, but as it had been decided by county officials to use it for a still longer term, it seems imperative that the arrangement of the new buildings should have been such as to remedy some of the great evils which have long existed here. As it is now, it will be seen that the intermingling and association of the sexes, while in the performance of their daily vocations, is unavoidable, and the maintenance of proper discipline by the keeper, under such circumstances, impossible.



560 FEET TO BARNS

OLD TOLL-GATE
BUILDING-
d

WOODSHED
c
b
GORN HOUSE

MENS
SICK
ROOM
f
WASH HOUSE

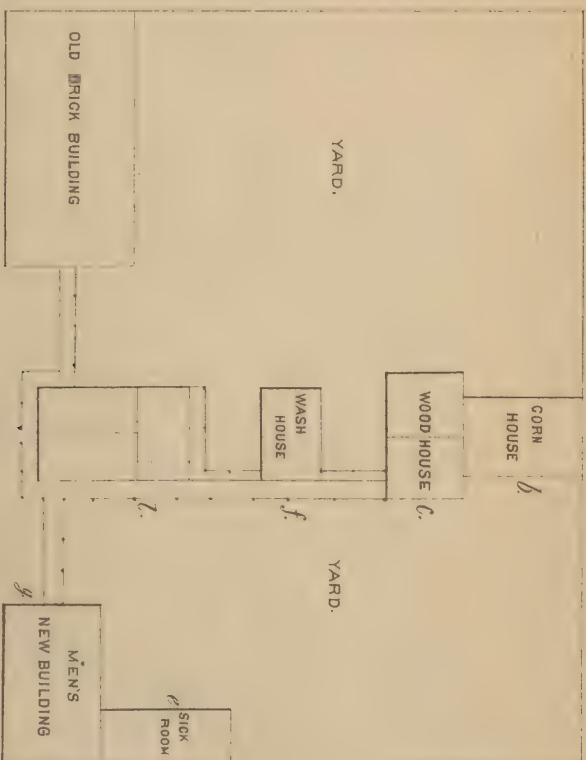
OLD BRICK BUILDING
a

MENS
NEW BUILDING
e

KEEPERS
HOUSE
NEW, 1878
h

PLAN OF THE
STUBEN COUNTY PODRHUSE
*Showing the location of the
Old & New Buildings*
1876.

PLATE XV.



PLAN OF THE STEUBEN CO. POORHOUSE

SHOWING HOW BY A DIFFERENT
ARRANGEMENT OF THE BUILDINGS,
the SEPARATION of the SEXES
and other desirable objects are
ATTAINED

It is stated that the expectation of saving something by building upon the old foundations, which subsequently proved to be greatly injured by fire, determined the unfortunate location of the new structure. It would appear that the arrangement of the buildings, as regards their proper relation to each other, had been wholly lost sight of. If trivial considerations of economy are to stand in the way of accepting fundamental principles, which should enter into the construction and arrangement of every poor-house, then we cannot hope for any advancement in this direction until the public mind is more enlightened on a question which affects so vitally not only the interests of humanity but also those of the tax-payer.

The increased burdens of expense to this county, directly chargeable to faults in its poor-house system, and the loss to the community consequent on the demoralization it engenders—a loss which does not appear in the annual estimates of its financial expenditure—would, the assertion is ventured, suffice, in the course of a few years, to erect new buildings for the entire poor-house establishment.

CONCLUSION.

Before taking leave of this subject, it may be well to give renewed emphasis to its important bearing upon the public welfare.

While there are several counties in this State that may be said to have good poor-houses, there are very few that might not be benefited by adopting some of the suggestions here offered, and very many of these establishments are sadly in need of extensive improvements. In some it is impossible to enforce rules, which not only common decency but public sentiment now demands.

Under these conditions, a newly appointed and capable official, zealous to do his duty, enters upon his work to find himself embarrassed on every hand by obstacles that can only be removed by a rearrangement, if not reconstruction, of the whole poor-house buildings. These, in some cases, are in an absolutely ruinous condition.

Under such circumstances, the official soon becomes disheartened, and sinks into an apathy which largely destroys his usefulness. It would seem but reasonable, when proper administration is required of those in immediate charge, that every needed facility should be furnished to maintain it.

For lack of well-lighted, cheerful work-rooms for the inmates, the weary hours, especially during winter, pass listlessly away, and the naturally idle are further demoralized, so that when they leave, they are still more indolent and shiftless than when they came.

For lack of suitable hospital rooms for the sick, having good ventilation, and air vitalized by sun-exposure, and with faithful, paid nurses in constant attendance, many of the inmates, from acute cases, lapse into

chronic, and instead of being restored and becoming factors in the productive wealth of the State, become permanent burdens upon it. Others who might, under different conditions, be restored to partial self-support, leave too infirm or crippled to be of any service to themselves or others.

For lack of means of classification, the filthy and cleanly, the thoroughly debased and the really unfortunate, by their indiscriminate commingling, lower the whole moral tone of the establishment, prevent the enforcement of rational discipline, and the preservation of cleanliness and order, and the institution, instead of being one of the corrective forces of society, so far as its moral influence is concerned, becomes a festering sore upon the body politic, the emanations from which, poison and corrupt wherever they flow.

For lack of provision for separating the sexes, unavoidable abuses of a scandalous nature not infrequently become manifest, and through inability to keep the inmates within prescribed limits, association cannot be prevented between certain of the debased, weak-minded, idiotic and diseased females, with notorious characters who infest the neighborhood of such institutions, particularly in the summer, thereby largely increasing the public burdens, while the indirect expense, growing out of the debasement of public morals, caused by an imperfect system which does not appear in the annual financial estimates, may be accounted still larger. From a small beginning, a defective line of descent is established, which in the natural course, like taking to its affinities, expands into a sickly growth of pauperism, through succeeding generations, or which in the criminal branch, from like beginning, tenaciously multiplies in growth to prey upon society, and fill our prisons with criminals.

What is here sought to be accomplished is not chimerical. Good institutions of this kind are to be found, where a high intelligence appears to have been exercised in their establishment and subsequent management, where sanitary requirements have been considered, embracing abundance of water, good sewerage, thorough drainage, good ventilation, proper classification, and such an arrangement of buildings as permit the enforcement of wholesome discipline. Here we find good order, brightness and cheerfulness, within and without. The walls are of snowy whiteness; all iron work is painted black; all brass work is highly polished; kitchen utensils and dairy pans dazzling the eye by their lustre; the hospital rooms enlivened with flowers; the dormitories in order, and air pure; substantial barns and out-buildings well painted and resting on good foundations of masonry; farm fences in perfect order; the farm gates well hung; the fields and corners free from weeds, bearing evidence of good husbandry; the garden kept with almost fastidious neatness; the stock, of approved breeds, and the pride of the county agricultural fairs. Around the whole institution is an air

of thrift and industry, while good taste is manifest in well-kept grounds, the maintenance of which has cost the county nothing, because reached through the utilization of pauper labor under efficient superintendence, which is more readily secured where buildings of this character have been supplied.

Such an institution, it is thought, creditably reflects the intelligence of the people, and while it may be regarded as a charity in the true sense of the term, it is also an element of moral elevation in a community; and instead of accelerating pauperism and crime, stands as a formidable barrier to arrest their progress.

Respectfully submitted.

WILLIAM P. LETCHWORTH,

Commissioner Eighth Judicial District.

APPENDIX.

ALMS-HOUSE BUILDING AND OUT-DOOR RELIEF.

A Letter from Hon. F. B. SANBORN, Secretary of the American Social Science Association.

Hon. William P. Letchworth:

DEAR SIR—It is a long time since you asked me to write you concerning our Massachusetts alms-houses, and the general subject of in-door and out-door relief for the public poor; but I have been waiting for leisure to put my thoughts into a form worthy the consideration of a person so familiar as yourself with the whole question of public charity, and especially that phase of it which is concerned with alms-house management. In the interval, having promised to furnish a paper for the Pennsylvania Convention of Directors of the Poor, at Pittsburgh, on the ninth and tenth of October, I took the same topic for that paper, and shall repeat to you some of the things I wrote for the Pittsburgh Convention.

The State of Pennsylvania, like my own State, and in some degree like New York, has preserved and continues to use the good old name of *alms-house* for the home of its in-door poor, instead of calling it a "poor-house," an "infirmery," or an "asylum," as some of the other States do. There will be no need to explain, then, as there might be, were I writing to a friend in England, or in some of our western States, what particular kind of an establishment an "alms-house" is.

It corresponds more nearly to the English "work-house" than to the establishments known in England as alms-houses, which are generally asylums for special classes of the poor maintained by bequests or private charity. Our alms-house is the public receptacle of those paupers whom the community supports by the method known in the books as "in-door relief."

There are other places for in-door paupers, such as the hospital, the insane asylum and the work-house proper, where paupers are kept under sentence; but the majority of the poor in New York, as in Massachusetts, go to the establishments called alms-houses or poor-houses. Of these you have in New York, it seems, fifty-nine, which a year ago contained something more than sixteen thousand inmates, including the

insane poor at the great Blackwell's Island alms-house in New York. Of these fifty-nine alms-houses, fifty-two are maintained by your counties and seven by cities.

In Massachusetts, though the number of alms-house inmates is much smaller, the number of separate alms-houses is four times as great; there being about two hundred and twenty alms-houses, with a population amounting one year ago to about fifty-four hundred persons, or less than twenty-five to each alms-house.

In the early years of my connection with the Massachusetts Board of State Charities (1864-5), I visited something more than one hundred of the Massachusetts alms-houses—a greater number than was ever visited, I suppose, by any other one person. At that period there were two hundred and eighteen city and town alms-houses, of which two hundred and fourteen made reports to me, in 1864, of their age, size, number of rooms, number of acres in the alms-house farms, etc.

The substance of these reports was given in the first report of the Massachusetts Board of Charities, where you will find much information, some of it quite curious in regard to these town and city alms-houses.

In the fourteen years that have since elapsed, many changes have occurred, but the general facts remain as they were reported in 1864.

Our city and town alms-houses are now much more fully occupied than they were then, but the four State alms-houses, which then existed, at Tewksbury, Rainsford Island, Bridgewater and Monson, have been reduced to one at Tewksbury, with a small pauper branch at the State Primary School in Monson, and at the State Work-house in Bridgewater. The two institutions last-named occupy the old buildings of the State alms-houses at Monson and Bridgewater respectively. You have visited all these State establishments, I think, and know what their present condition is. I shall say something about the Tewksbury Alms-house presently.

At the present time there are probably less than five thousand rooms in all the Massachusetts alms-houses, not more than two-thirds of which are dormitories, and our two hundred and twenty structures of this kind would be overcrowded with seven thousand inmates.

As the number of the poor receiving support and relief at any one time in the whole State is sometimes as high as thirty thousand, it is evident that Massachusetts could not furnish "indoor relief" for all her poor. I take it that the same is true in New York, though, perhaps, the disproportion is there less between the house room for the indoor poor, and the whole number receiving aid at any one time. Nor is there any community, so far as I know, where the house room for the indoor poor is ample for more than a third part of those who habitually receive public aid in some form.

Is it likely that enough house room for all the poor will ever be pro-

vided? I am quite sure it never will be in Massachusetts, unless the number of public poor shall be reduced much below what it ever has been within my recollection. Our alms-houses in this State have not been very costly; many of them are quite inadequate and unsuitable in their structure and appointments, and very few of them are models of alms-house building. Yet, such as they are, they now stand at a valuation of nearly \$3,000,000, and have probably cost as much as that, including the farms belonging to them. That is to say: the house room and farm-steading for an average of less than five thousand paupers fully supported in the Massachusetts alms-houses, in 1878, the tax-payers have paid for at the rate of \$600 for each pauper, or \$3,000 for each family of five. If we add to this the sum expended on the hospitals and asylums for the insane poor—who are now maintained in them and not in the alms-houses, to the number of two thousand persons—we shall find the average outlay much greater. For the buildings of this class, the tax-payers of Massachusetts have incurred an outlay of not less than \$4,000,000, or \$2,000 for each pauper inmate of the average number, reckoning in only those who are insane. For an aggregate of not more than seven thousand paupers, therefore, sane and insane, the people of Massachusetts have incurred construction expenses of at least \$7,000,000, or \$1,000 for each inmate of the average number. The yearly interest on this at six per cent is \$60 per year, or more than is paid, on an average, for the out-door relief of three poor persons during an entire year in Massachusetts. Is it likely, then, or is it desirable—even if out-door relief in Massachusetts should appear to be excessive—that our people will incur an outlay simply to house *one* poor person, as great as would be the cost of feeding and clothing *three* persons who now get occasional aid? Is it probable, upon any theory, that we are giving out-door relief to *three times* as many poor persons as is necessary? If this is not probable, then Massachusetts ought not, merely as an economical measure, to make her in-door accommodations for the poor ample enough to include all who need public relief; and, in point of fact, she never will, nor will any community which has a poor-law system. Instead of this, and especially instead of consigning all the public poor to that common receptacle of old and young, sane and insane, the old-fashioned alms-house, our communities are now, and for a period of years have been, separating and classifying the poor, and sending them to different homes, or allowing them to remain in their own houses.

The question of alms-house building, then, widens out into a consideration of homes for the children, hospitals for the sick and insane, work-houses for the able-bodied, and schools for those who can be taught in classes. These different structures may all be combined in one great establishment, like the Blockley Alms-house at Philadelphia, with its

population of four thousand poor persons, of every age, sex, class and degree of disability; but it is far better to separate the poor and to make the buildings as distinct as possible, even if they are to stand on the same farm, or in the same county or township. It is not the best arrangement (oftentimes it is the worst possible course) to keep the sane and insane poor under the same roof in any considerable numbers. It is much better to take the children out of the alms-houses, and care for them in schools or homes, from which they can go out into families with as little delay as possible. It is important to separate the idle and the vicious poor, the tramps, prostitutes, drunkards and petty thieves from the honest poor, and from those yet untaught in vice. For this purpose work-houses are very convenient, receiving none but sentenced persons, and detaining these against their will, until they have paid by their labor a part of the cost to which they have put the public. It will often happen that, after all of these selections have been made from the general mass of the public poor, there will remain a numerous body of persons, both old and young, laborious and idle, sane and insane, who cannot well be received into the special establishments for each class, but must fall into the general current of pauperism, and be maintained in the ordinary alms-house, of which we have so many in Massachusetts.

Let me, therefore, make a few suggestions in regard to the buildings proper for this mixed collection of the poor, in which members of all the distinct classes above named may occasionally find a place. There are few such model alms-houses anywhere, and I do not now remember any among the hundred I have visited in Massachusetts, which could not be much improved in their arrangement and the ordinary management of their business. Very few, in fact, have been constructed for the special uses to which they are now put; but most of the existing alms-houses were built when the numbers and classification of the public poor were quite different from what they are now. Since they were built many changes and additions have been made to adapt the alms-houses to the present needs of the community. Buildings have been constructed for the chronic insane, either separately or in wings of the main structure; portions of the building have been converted into school-rooms for children, hospital rooms for the sick, and places of confinement for sentenced paupers or for tramps. The latter class has so much increased of late years, that separate buildings have in many towns been erected or fitted up for their lodging or temporary detention, while, in some cities and towns, yards have been inclosed, in which they are required to do a small amount of work to pay for their lodging and food. In all cases where separate buildings, for this or any other purpose, can be conveniently placed on the alms-house farm, it is better to build separately, than to annex wings or extensions to the alms-house proper.

The alms-house, strictly speaking, should be built for the reception of those who are unable, through age or infancy, sickness or infirmity, to support themselves, and who have no kindred or friends able to give them a home. Where there are such kindred or friends it is better, in most cases, to require them to give a home to the poor person, and to pay something from the public funds in aid of the family income; *provided always* that the expenditure of this allowance—technically called out-door relief—is carefully looked after by the poor-law authorities of the immediate locality. I express this opinion advisedly, after a long observation of the administration of the public charity in my own State, and much study of recorded experience of other States and countries. It is easy to extend out-door relief too freely, and this has often been done, and will be done again. But the abuse or misuse of a good thing gives no argument against its proper use, unless we can show that it cannot be employed without serious abuses. In-door relief may also be abused, and is so abused in various ways, in all places where I have seen it in practice. But nobody thinks we ought to give up alms-houses on this account; they are a necessity of poor-law administration, and should be better built and more carefully managed in order to avoid the evils now attendant upon them.

I wish I could point out a single alms-house in Massachusetts which could properly be called a model. You may have such in New York, but I am not aware we have any here. We have many that are good, but none that are perfect or practically perfect in their design and construction. Since, therefore, I cannot refer you to any model alms-house, let me do the next best thing—draw your attention to a very imperfect and faulty one, whose defects have been pointed out by a lady of much experience and good sense in such matters—Mrs. Leonard, of Springfield. In a report made in September to the Union Relief Society, of Springfield, Mrs. Leonard says, concerning the Springfield alms-house: “When our alms-house was erected it was ill-planned, and is now a monument of blundering and half measures. Our city authorities are in a fair way to blunder still further, in a proposed enlargement. The prevailing folly of too large institutions has been sharply condemned by the best experts in public charitable methods. There is, however, always a class of sick persons who are incurable, and will properly come into the alms-house. To these, our city physician refers in his last annual report; patients dying of cancer, and afflicted with other noisome diseases, who must be sheltered and made comfortable. For these incurables a small detached one-story wooden pavilion near the alms-house is the proper receptacle. Such a building could be erected at the cost of one or two thousand dollars, and should, after some years of use and consequent permeation by diseased particles, be destroyed and replaced.

"We urge upon our city government not to waste one penny upon enlargement or alteration of the main building. Place the men in the southwest wing, thus separating them wholly from the women, as they should be. Do not divide the large wards designed for the school-room and dormitory of the truants. The feeble and old men can occupy these as they are, and with the wards now occupied by pauper boys, in the same and in the adjacent small rooms, fifty men can be comfortably lodged in the two lower stories of that wing. Large wards are in common use in all hospitals and alms-houses, and are more easily warmed, lighted, ventilated and attended, and will accommodate more persons than if the space were broken up into separate rooms. While separate sleeping-rooms are necessary for correctional and reformatory institutions, they are not desirable for hospitals or alms-houses for *all* inmates. Our city alms-house has already a sufficient number of small apartments, and no expense is desirable for partition of rooms. The truant-school is still an incubus upon the alms-house. There are at present only seven truants there, who occupy space sufficient for thirty paupers. They prevent the separation of the sexes into opposite wings, a change which decency and morality demand. The city should hire a small dwelling-house for them until a county truant-school can be established. We advise the passage of a law by the next Legislature making county truant-schools obligatory, and forbidding the commitment of all children over three years of age to any alms-house where adult paupers are maintained, even for a single night, except epileptic, idiotic and feeble-minded or defective children. The children's law of New York (chap. 173, acts of 1875), which has been very beneficial in its operation, should be enacted in Massachusetts, which is behind New York in matters relating to pauper children. There are about one thousand pauper children in Massachusetts alms-houses, subject to all the influences which tend to their permanent pauperization. Our overseers should either indenture or board out every one of these children in families or private charitable institutions, where at the same cost as at present they will come under better training and elevating influences. The practical effect of this method will be to cause the friends and relatives of one-half these children to support them.

"The breaking up of intemperate, idle and dissolute families is not only permissible, but often it is the best possible charity. A foolish, unreflecting sentimentalism prevents, in many cases, the separation, and pauperism is thereby cultivated and perpetuated. The removal of the truant school, the placing out of all the pauper children, and the care of the very sick paupers at the *proper place*, the city hospital, would at once do away with the necessity for enlarging the alms-house."

These recommendations of Mrs. Leonard apply to a city of thirty-two thousand inhabitants, where a new alms-house was built some five years

since, with room enough, but very ill arranged, and in which, till now, a "truant school" for young delinquents has been maintained. In consequence of the remonstrances of Mrs. Leonard and her friends, the city government has decided not to enlarge the alms-house building, but to remove the truants to a separate house at some distance, and to make some of the other changes recommended. Among these is the removal of the *pauper* children also from the alms-house, according to the example set by you and the other State authorities of New York. It is also proposed, though not yet determined, that those paupers sick with chronic diseases shall be placed in one-story hospital wards, such as the experience of our armies in the civil war showed to be the best for general purposes, and that the vicious paupers who can work shall be sent, not to the alms-house, but to some place of confinement, where they may be compelled to labor. This last suggestion applies, of course, to tramps, and though we have not yet carried it out very thoroughly in any part of Massachusetts, we hope to do so under legislative authority in the coming year.

It is quite probable that the present State work-house at Bridgewater may be taken as one of the houses of detention for tramps, many of whom are now sent there under general laws, which it is proposed to supplement by special legislation for the simultaneous arrest of tramps, something after the manner proposed in our report at Cincinnati last May.

The buildings of the great State alms-house, at Tewksbury, are quite as defective and ill-arranged, notwithstanding their fine external aspect, as those which Mrs. Leonard criticised at Springfield. You could see how faulty were the apartments for the foundling children, and you probably noticed how far the hospital building for the sane deviates from the correct principles laid down by Dr. Wylie in his paper read last May at the Cincinnati Conference of Charities. The suggestion for the Tewksbury hospital, as originally made by the Board of Charities, in the reports for 1864, and subsequent years, was almost exactly that of Dr. Wylie; but the local authorities failed to understand and act upon such simple principles. The same is to be said of the smaller hospital in connection with the State Primary School at Monson. I regret that the State authorities of Massachusetts did not second the efforts of Dr. Allen, Dr. Howe, and their colleagues on the Board of Charities, and make the State buildings models in all respects; but, as you saw, this is far from being the case. Massachusetts *has* established, however, within the past ten years, a very sensible and efficient system of outdoor relief for the State poor, which was fully explained in Dr. Wheelwright's paper, read at the Cincinnati conference.

This was the work of the Board of Charities, and particularly of Dr. Wheelwright himself, who, since the death of Dr. Howe, is by far the

most sagacious and experienced person connected with the poor-law administration in Massachusetts.

In conclusion, let me say that, in my judgment, we must always maintain alms-houses, but that these should not be built very large at first, nor should they be extended by subsequent additions, if it is possible to provide for the needs of the poor in separate structures under a more careful classification, and especially that we should not keep children in an alms-house beyond the age of infancy, nor even then, if any better place can be provided.

Along with alms-houses we should also have work-houses, and asylums for the chronic insane, in distinct buildings, and at a distance from the alms-house if practicable.

These places of in-door relief should be used to supplement and correct the abuses of out-door relief—by which I mean, *aid given to the poor in their own families, or at the homes of their kindred and friends.*

These two methods of public aid to the poor should go along side by side, each supplying and correcting the defects of the other.

Yours truly,

F. B. SANBORN.

CONCORD, MASS., Oct. 22, 1878.

